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UNDP: COUNTRY PROGRAMMES AND RELATED MATTERS

Fifth country programme for Burundi

Note by the Administrator

I. PURPOSE

1. The purpose of the present note is to apprise the Executive Board of major changes that have been introduced in the fifth country programme for Burundi, which was approved by the Governing Council in its decision 93/20 of June 1993. The changes were made to adjust the programme to the new realities existing in Burundi since the eruption of the socio-political crisis in October 1993.

II. THE CURRENT SITUATION

2. Lengthy negotiations led to the adoption in September 1994 of a Convention of Government by the various political partners. The Convention defined the principles of power-sharing and paved the way for the organization of a National Debate, which aims at constituting a comprehensive framework for dialogue and reconciliation. Difficulties have been experienced in the implementation of the Convention, resulting in several instances of reshuffling in the Government. Following sporadic outbreaks of civil strife, the National Debate has been postponed until later in 1995.

3. The emergency situation in Burundi and events in neighbouring States have caused major population movements. At the end of April 1995, there were approximately 440,000 internally displaced persons in Burundi and 140,000 Burundian refugees in Rwanda, the United Republic of Tanzania and Zaire. In addition, some 200,000 Rwandan refugees have been accommodated in the northern provinces of Burundi.

4. Political uncertainty and the threat of violence have had a correspondingly detrimental effect on the economy of Burundi. Economic growth

has been negative since 1993 (in the order of -6 per cent per annum), while food production dropped by 20 per cent in the same period. Lacking confidence in the political future of the country, the business community has reduced investment. Meanwhile, poverty has increased and access to education and health services has decreased.

III. RESPONSE OF THE GOVERNMENT OF BURUNDI AND UNDP

5. The crisis undermined the strength of the country's key institutions and disrupted the administrative capacity of the State. Although the potential for the State to intervene in the immediate aftermath of the crisis was limited, beginning in the middle of 1994, the Government launched pacification missions throughout the countryside, with the aim of promoting dialogue among communities, political parties, the armed forces and the press. Those missions played a critical role in preventing the violence in Rwanda from engulfing Burundi. However, tensions remain high, and concerns for security and peace remain an obstacle to the resumption of productive activities. Moreover, although regarded as isolated events, there have been increasing outbreaks of violence in public places in Bujumbura and other cities.

6. The priority of UNDP was to participate actively in assisting the Government to develop reconstruction plans and to strengthen its capacity to manage rehabilitation and reconstruction activities, and to mobilize donor aid for reconciliation and reconstruction activities. The first component of UNDP support comprised the reprogramming of the fifth country programme to establish an approach that will focus on the transition from relief to rehabilitation to development. The strategies developed by UNDP in this programme have helped to lay the foundation for the Government's own Programme for Rehabilitation, Reconstruction and Economic Activity, formulated in March 1995. Major donors continue to support the UNDP initiatives in this area.

IV. STATUS OF THE IMPLEMENTATION OF THE FIFTH COUNTRY PROGRAMME FOR BURUNDI

7. As approved in June 1993, the fifth country programme for Burundi was built around three central objectives of the Government:

(a) To contribute to the transformation of the rural economy, through pilot agricultural extension and rural activity diversification operations, combined with environment protection schemes and infrastructural development;

(b) To strengthen the capacity of Government to plan and manage socio-economic development, through the implementation of a comprehensive capacity-building programme and specific subprogrammes in the fields of administrative reform, planning and programming, decentralization and human resources management;

(c) To assist in the decentralization of the management of health services and to strengthen the peri-urban and rural component of the national HIV/AIDS programme.

8. As a result of the deterioration of the political and economic situation, it was decided in January-February 1994 to freeze temporarily the implementation of the country programme as approved by the Governing Council. While remaining within the scope and objectives of the original programme where relevant, a comprehensive transition programme was designed to respond more effectively to the new realities within the country.

V. ADJUSTMENTS TO THE FIFTH COUNTRY PROGRAMME FOR BURUNDI

9. In May 1994, the Government and UNDP approved the Support to Coordination of Humanitarian Assistance and the Rehabilitation, Reconstruction and Economic Revival Programme. The priorities of this programme have evolved from the original objectives of the fifth country programme, with the addition of new elements on peace, governance and humanitarian coordination. The programme recognizes that both curative and preventive development, together with the effective integration of humanitarian assistance, reconciliation initiatives and development activities, are necessary to provide a sustainable solution in Burundi.

Sectoral development and rehabilitation

10. The key sectors that formed the basis of the original fifth country programme continue to be central to development in Burundi. However, the recent crisis and continuing vulnerabilities suggest that the needs analyses carried out in preparation for the original programme no longer provide an accurate picture of the prevailing situation. In order to address the changed situation, a programme of assistance in the identification and prioritization of needs in the health, agricultural and state administration sectors has been designed. Development strategies and initiatives in those sectors focus upon reducing vulnerabilities and strengthening capacities to mitigate the effects of volatility in the social and economic environment, thereby preventing further deterioration of the human condition. Direct assistance to fill gaps in the health, agriculture and state administration sectors is provided through United Nations Volunteers (UNV) specialists. At the same time, UNDP assistance is directed toward opportunities for rehabilitation of those three sectors, leading towards an overall integrated capacity-building programme, to be carried out in line with the objectives of the original fifth country programme.

Preventive development

11. The following elements have been added to the fifth country programme:

(a) Promoting peace, conflict resolution and good governance by establishing a network of 16 committees at the provincial level, to serve as a catalyst for the participation of local communities in resolving conflicts and preventing the escalation of violence; providing workshops on conflict resolution and reconciliation for youth and women's groups; and identifying constituencies to participate in development planning and implementation at local and provincial levels;

(b) Establishing a national and international volunteer scheme by mobilizing joint teams of national and international volunteers, to provide direct assistance in rehabilitation activities while simultaneously strengthening local skills and capacities;

(c) Strengthening the Government's operational capacities to manage and coordinate humanitarian assistance by inaugurating a national committee to plan and manage the coordination of current humanitarian aid, and establishing a strong information tracking system and response capacity to cope with future humanitarian emergencies.

VI. RESOURCE MOBILIZATION

12. UNDP has agreed to support the Government in convening a round-table conference to mobilize donors in support of the Government's reconstruction programme. As part of the preparations for the conference, UNDP organized a thematic consultation on institutional capacity-building in June 1995 and is in the process of coordinating the Friends of Burundi Conference, which will focus on national peace-building and security, an indispensable condition for national reconciliation. Those preparatory efforts are expected to culminate in a round-table conference in Geneva in December 1995, where the Government will present its national economic policy framework and the final version of its reconstruction programme as a basis for support from the international donor community.

13. UNDP is implementing the reoriented country programme in close collaboration with other United Nations development partners, namely, the United Nations Office for Project Services (UNOPS), the World Health Organization (WHO), the United Nations Educational Scientific and Cultural Organization (UNESCO), UNV, the United Nations Centre for Human Rights (UNCHR), the United Nations Capital Development Fund (UNCDF), the Food and Agriculture Organization of the United Nations (FAO) and the Department for Development Support and Management Services (DDSMS).

14. UNDP has also organized parallel financing of the programme from UNESCO, WHO and UNCHR. Moreover, in its role as the United Nations coordinating agency, UNDP collaborated closely with the Department of Humanitarian Affairs in the preparation of two consolidated appeals for humanitarian assistance. The first appeal mobilized $9,500,000 in assistance during the first trimester of the crisis while the second appeal has mobilized $53,000,000.

15. The annex to the present document shows indicative planning figure (IPF) resources and their proposed allocation at the time of approval of the fifth country programme; actual IPF resources recalculated in line with decision 94/16; the allocation of resources after the crisis, including IPF, parallel and other financing for the reoriented country programme.

VII. EXECUTIVE BOARD ACTION

16. The Executive Board may wish to consider the adjustments described in the present note and endorse the reorientation of the fifth country programme.

Annex

I. RESOURCES AT TIME OF PROGRAMME APPROVAL a/

A. Estimated IPF resources at time of programme approval

	$	$
Carry-over from fourth cycle IPF	(1 717 000)	
Fifth cycle IPF	48 982 000	
Subtotal IPF		47 165 000
1992 expenses		(9 000 000)
TOTAL		38 165 000

B. Proposed allocation of resources at time of programme approval

Area of concentration	IPF $	IPF $
Development management	4 830 000	
Rural development	11 250 000	
Satisfaction of basic social needs	5 600 000	
Others	1 165 000	
Subtotal		22 845 000
Outside areas of concentration	3 100 000	
Unprogrammed reserve	12 220 000	
Subtotal		15 320 000
TOTAL		38 165 000

II. ACTUAL IPF RESOURCES BEFORE THE CRISIS

	$	$
Carry-over from fourth cycle IPF	(1 717 000)	
Fifth cycle IPF at 70 per cent b/	34 217 000	
Subtotal IPF		32 500 000
1992 expenses		(8 801 000)
1993 expenses		(5 234 000)
TOTAL		18 465 000

a/ Cost-sharing resources were not anticipated.

b/ Recalculated at 70 per cent of the originally established IPF in line with decision 94/16.

III. ALLOCATION OF RESOURCES FOR REORIENTED PROGRAMME APPROVED AFTER THE CRISIS

A. Allocation of IPF resources for the reoriented programme

(In United States dollars)

Activity a/	Amount
Rehabilitation of the health sector	690 000
Rehabilitation of the agriculture sector	569 000
Rehabilitation and strengthening of the administrative capacity of the State	577 000
Good governance, peace education and conflict resolution	577 000
Strengthening humanitarian assistance management and coordination	300 000 (SPR)
Support for grass-roots rehabilitation initiative	921 000
TOTAL	3 634 000

B. Parallel and other financing for the reoriented programme

Type of financing	Amount	Area
Parallel financing from United Nations organizations		
UNESCO	150 000	Peace education
WHO	100 000	Health
United Nations Human Rights Centre	336 000	Peace education and human rights
Cost-sharing		
Sweden	101 015	
Netherlands	26 468	
Burundi	5 323	
Trust fund		
Japan	200 000	Civic education
TOTAL	918 806	

a/ Funds for the national and international volunteer scheme have been included under each activity.